



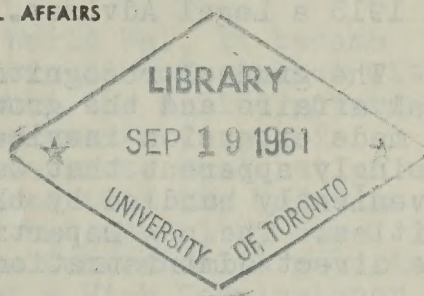
CANADA

# REFERENCE PAPERS

INFORMATION DIVISION

DEPARTMENT OF EXTERNAL AFFAIRS

OTTAWA - CANADA



No. 69

(Revised August 1961)

## THE DEPARTMENT OF EXTERNAL AFFAIRS

### Historical Background

From Confederation until 1914, Canada's position in the British Empire was essentially that of a self-governing dominion, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor-General. By 1914, however, Canada and the other dominions had acquired considerable de facto powers in the field of external relations. Partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status which had been fostered particularly during the First World War, Canada therefore sought, within the existing constitutional framework of the Empire, a fuller control over its own external relations -- a process which culminated in the Imperial Conference in 1926.

Canada's first efforts concerning its own external relations, in the early 1900's, merely took the form of creating improved administrative machinery at home. The first suggestion that a separate department of external affairs be established, on the precedent of the government structure in Australia, came from Sir Joseph Pope, then Under-Secretary of State, in 1907. In a memorandum to a Royal Commission on the Civil Service, he recommended a more efficient method of dealing with the external affairs of Canada.

In May 1909, under the Laurier Government which introduced the bill, Parliament authorized the establishment of a "Department of External Affairs". The title indicated that it was to deal with Canada's relations with other governments within the British Empire as well as with foreign powers. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs to rank as the permanent deputy head of the Department. The establishment of the Department brought no constitutional change.

In 1912, an amending act was passed placing the Department directly under the Prime Minister, instead of the Secretary of State, and from April 1 of that year the Prime Minister held the additional portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a bill was introduced to repeal the section of the act of 1912 which provided that the Prime Minister was to be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946, the announcement was made of the appointment of the first separate Secretary of State for External Affairs.

## Early Years

The Department began with a modest staff consisting of the Under-Secretary (Sir Joseph Pope), two chief clerks and four clerks. In 1912 an Assistant Under-Secretary was added, and in 1913 a Legal Adviser.

The gradual recognition of Canadian autonomy in international affairs and the growth of Canadian responsibilities abroad made expansion inevitable. After 1920, it became increasingly apparent that Canada's interests could no longer be conveniently handled by the British diplomatic and consular authorities. The new Department began to develop into an agency for the direct administration of Canada's external affairs.

In 1921, the Office of the High Commissioner in London was placed under the control of the Department. In 1925, a Canadian Advisory Officer (subsequently called Permanent Representative) was appointed in Geneva to represent Canada at various conferences and League Assemblies and to keep the Canadian Government informed of the activities of the League of Nations and of the International Labour Office.

A further advance in the Department's development came as the result of an agreement reached at the Imperial Conference in 1926, by which the Governor-General ceased to represent the Government of the United Kingdom and became solely the personal representative of the Sovereign. This brought about two changes: (1) as the United Kingdom Government was now without a representative in Canada, it appointed, in 1928, a High Commissioner to represent it at Ottawa; (2) after July 1, 1927, correspondence from the Dominions Office in London and from foreign governments was addressed to the Secretary of State for External Affairs instead of to the Governor-General.

## Representation Abroad

Before the establishment of the Department, a High Commissioner had been appointed to represent Canada in London (from 1880) and an Agent General in France (from 1882), neither of whom had diplomatic status. In addition, Canada was represented abroad in the closing years of the nineteenth century by trade commissioners and immigration officials. They were appointees of individual departments of the Canadian Government and did not enjoy diplomatic status. Negotiations with foreign countries were conducted through the British Foreign Office and dealings with other parts of the Empire through the Colonial Office, with Canadian representatives frequently included in negotiations. Canadian interests abroad were handled by British diplomatic and consular authorities. All communications to other governments were made through the Governor-General in those early years.

Before 1920 Canada had no independent diplomatic representative abroad, although, as early as 1920, it was agreed by the British and Commonwealth Governments, and by the United States Government, that a Dominion Minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the appointment of the former Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France, and Japan opened legations in Ottawa.

The expansion of the service was thereafter interrupted by the depression of the Thirties. The three years of rapid growth from 1926 to 1929 were followed by a decade of consolidation. The next step in the exchange of diplomatic representatives with other

countries was taken when Belgium sent a minister to Ottawa in 1937; in January 1939, Canada appointed a minister to Belgium and The Netherlands.

With the outbreak of the Second World War, it became imperative that Canada have closer and more direct contact with other governments of the Commonwealth, with the Allied governments and with certain other foreign governments (e.g., in Latin America). The day after Canada's separate declaration of war on September 10, 1939, it was announced that the Canadian Government would send high commissioners to Australia, New Zealand, South Africa and Ireland. These Commonwealth governments reciprocated. The appointment in 1941 of a High Commissioner to Newfoundland recognized the importance of that country to the defence of Canada.

The increasing magnitude of Canada's war effort and its growing international commitments led to a rapid increase of diplomatic exchanges with foreign countries. In 1942, by reciprocal agreement, Canada appointed ministers to the U.S.S.R. and China. During the war, a single Canadian minister was accredited to a number of Allied governments then functioning in London or Cairo, Belgium, The Netherlands, Czechoslovakia, Greece, Norway, Poland and Yugoslavia. Canada also received ministers from each of these governments. After the liberation of France, this minister, following a period in Algiers as representative to the French of National Liberation Committee, moved to Paris, with the rank of ambassador. Separate missions are now established in the capitals of all these countries.

The establishment of diplomatic relations with Latin America was another wartime development. In 1941, Canadian legations were opened in Brazil and the Argentine (the latter minister being also accredited to Chile), and these countries sent their first ministers to Ottawa. Diplomatic representatives were sent to Chile in 1942, to Mexico and Peru in 1944 and to Cuba in 1945. The decision to open missions in Latin America was based not only on the development of intra-American trade but also on the conviction that a closer understanding was necessary to the solution of common problems during the war, when several of those countries became allies. Canada now has diplomatic relations with all countries in Latin America except Guatemala and El Salvador. Also, because of Canada's closer ties with Latin America, a new political division devoted to that area was set up in the Department in 1960.

Canada's external affairs services continued to expand following the war. Embassies were opened in a number of countries and, after 1947, high commissioners were accredited to India and Pakistan, and subsequently to the other new members of the Commonwealth -- Ceylon, Ghana, Malaya, Nigeria and Sierra Leone.

During and after the war, Canada participated in the general trend toward the elevation of legations to embassy status. In 1943, most of the large Canadian missions abroad became embassies. Since then, certain of the new missions listed above were opened as embassies, while others, such as the missions in Italy and Switzerland, were raised to the rank of embassies later.

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1947, a Permanent Canadian Delegation was established in New York in January 1948, and later

in the year a small office was also opened in Geneva, the European headquarters of the organization. In view of the increasing responsibilities which Canada has assumed in the organization since that time (e.g. Palestine Truce Supervision, Indo-Pakistan border observation, United Nations Emergency Force, United Nations Operation in the Congo, and other UN undertakings), both these offices, now called Permanent Missions, have been expanded significantly.

Canada was one of the founding members of the North Atlantic Treaty Organization in 1949 and has played an active role in the Organization during the many years of its existence. A Canadian Permanent Delegation was first set up in Paris on the establishment of a Permanent Council of NATO in May 1952. It represents Canadian interests in the NATO Council and in the Organization for European Economic Co-operation, which, it is expected, will shortly be succeeded by the Organization for Economic Co-operation and Development. In addition to representation on these permanent international bodies and their various committees, officials of the Department have been members of Canadian delegations at a large number of international conferences in recent years.

The external service of Canada consists today of the Department of External Affairs in Ottawa and the following establishments abroad:

- (a) Embassies in: Argentina, Austria, Belgium, Brazil, Burma, Chile, Colombia, Costa Rica, Cuba, Denmark, Dominican Republic, Ecuador, Finland, France, The Federal Republic of Germany, Greece, Haiti, Honduras, Iceland, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Japan, Lebanon, Luxembourg, Mexico, The Netherlands, Nicaragua, Norway, Panama, Peru, Poland, Portugal, South Africa, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United Arab Republic, United States of America, Uruguay, Venezuela, Yugoslavia;
- (b) Legation in: Czechoslovakia;
- (c) High Commissioners' Offices in: Australia, Ceylon, Cyprus, Ghana, India, Malaya, New Zealand, Nigeria, Pakistan, Sierra Leone, United Kingdom;
- (d) Commissioner's Office in: Federation of The West Indies;
- (e) Consulates General in: Boston, Chicago, Hamburg, Leopoldville, Los Angeles, Manila, New Orleans, New York, San Francisco, Seattle;
- (f) Consulates in: Detroit, Sao Paulo, Philadelphia;
- (g) Honorary Consulate-General in: Reykjavik;
- (h) Honorary Vice-Consulate in: Portland (Maine);
- (i) Military Mission in: Berlin;
- (j) Canadian Permanent Missions to: United Nations (New York and Geneva);
- (k) Canadian Permanent Delegations to: North Atlantic Council, UNESCO, OECD;

- (l) Canadian Commissioners on: International Supervisory Commissions for Cambodia, Laos and Vietnam;
- (m) Canadian Mission to the European Communities: EEC, EAEC, ECSC.

### Functions of the Department

The main functions of the Department of External Affairs are:

- (a) the supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interest abroad;
- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

### Departmental Organization in Ottawa (See attached chart)

The headquarters of the Department in Ottawa is the East Block of the Parliament Buildings.

The staff is headed by an Under-Secretary of State for External Affairs with a Deputy and four Assistant Under-Secretaries. These are assisted by two groups of officers of various ranks classified by the Civil Service Commission as Foreign Service Officers and External Affairs Officers. Officers at diplomatic posts are formally designated according to their rank, from senior to junior, as ambassadors, ministers, counsellors and first, second and third secretaries. Those serving at consular posts are called consuls general, consuls and vice-consuls.

With the rapid expansion of Canadian representation abroad, the work of the Department in Ottawa has increased correspondingly. It is at present carried on in 21 divisions, organized largely on a functional basis, a Liaison Services Section and an Inspection Service. The Deputy and Assistant Under-Secretaries are each responsible for supervising the work of a group of divisions.

There are six geographical divisions: African and Middle Eastern, Commonwealth, European, Far Eastern, Latin American and U.S.A. Their primary task is to provide the advice on which Canada's general political relations with other countries are based. In addition, they are consulted on the political aspects of matters that are primarily legal, economic, consular, etc., and they have a general responsibility for co-ordinating the various aspects of Canadian policy with respect to the countries and areas under their jurisdiction.

The United Nations Division deals with matters relating to the United Nations and its Specialized Agencies. It is responsible for providing advice on matters relating to Canadian participation in and policies toward these organizations and for co-ordinating the work of other divisions of the Department and other departments of government in this connection.

The Information Division has two main responsibilities:

(1) to convey to the people of other countries a knowledge and understanding of Canada and the Canadian people and (2) to provide information on Canada's external policy and on the work of the Department of External Affairs. To these ends it produces and distributes a variety of publications such as Statements and Speeches, Reference Papers, Reprints, the departmental monthly bulletin External Affairs, the Canadian Weekly Bulletin, and occasional booklets and folders to meet specific needs. Outside Canada, the task of the Division is to co-ordinate Canadian information activities and, in most countries, to conduct those operations that include dissemination of general and specific information about Canada's economic and cultural interests, as well as its external policy. The Division helps journalists and other visitors obtain information about Canada. It has specific responsibility for liaison with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and for the maintenance of certain kinds of cultural contact with other countries. It is responsible for liaison with the Information Services of the United Nations in New York, of the North Atlantic Treaty Organization in Paris and of the Colombo Plan in Colombo. Through the Inter-departmental Committee on Information Abroad, it maintains contact with other government departments concerned with the distribution of Canadian information abroad. Within Canada, the Information Division makes available current and background information on government policy regarding international affairs and on the activities of the Department as a whole. It also deals with requests from other government departments, educational institutions, business and private organizations and the Canadian public at large for information on Canada's external relations.

The Economic Division deals with all financial, commercial and general economic questions possessing international implications for Canada. It is, therefore, responsible for the work of the Department in connection with commercial and financial treaties and agreements; Canadian participation in multilateral programmes of assistance; foreign loans; international civil aviation; telecommunications; shipping; and exchange and balance-of-payments problems. Co-ordination of policy is secured by co-operation with the Departments of Finance, Trade and Commerce, National Revenue, Agriculture and Transport and with the Bank of Canada. The Division is also responsible for co-ordinating the work of the Department with the External Aid Office, a separate agency established in November 1960 to administer Canada's economic and technical assistance programmes abroad. Relations with certain international agencies in the economic field are also the responsibility of the Economic Division.

The Protocol Division deals with all matters of diplomatic protocol, precedence, privileges and immunities. It attends to the accrediting of Canadian diplomatic and consular representatives abroad and to the acceptance of the credentials of similar representatives of other countries in Canada. It arranges for visits to Canada by distinguished foreigners and for the extension to them of government hospitality. It deals with foreign honours and awards.

It is the principal function of the Legal Division to ensure that international affairs, so far as Canada is concerned, are conducted in accordance with approved legal principles and practices. Accordingly, it furnishes the Department with advice on public and private international law, constitutional law and comparative law. In addition, the Division follows closely the work of the Legal Committee of the United Nations General Assembly and of the International Law Commission. Constant liaison is maintained with the Department of Justice on many legal questions, such as, for instance,

the legislative implementation of certain international agreements in Canada as a federal state. Besides its general section, the Division comprises a Treaty Section, which assists in the preparation and interpretation of international agreements and is responsible for their registration with the United Nations, their publication in the Canada Treaty Series and their tabling in Parliament.

The direct relation between foreign policy and defence policy necessitates close liaison between the Department of External Affairs and other departments of government, particularly the Department of National Defence. The Defence Liaison Divisions are responsible for these aspects of the Department's work. They are primarily concerned with the work of the Department arising from Canada's membership in the North Atlantic Treaty and from the Canadian participation with the United States in the defence of the Canada-United States region of NATO. They are also responsible for co-operation with the appropriate government departments and agencies concerning the Canadian military contribution to United Nations, peace-keeping operations like UNEF and ONUC, Canadian technical military assistance to Commonwealth and newly-independent countries, emergency planning, and for co-operation with the Department of National Defence in arranging naval visits, tours of the National Defence College and diplomatic clearances for military aircraft.

The co-ordination of Canadian foreign and defence policies in connection with Canadian membership in NATO and participation in North American defence is dealt with by various committees on which the Department is represented. The Secretary of State for External Affairs is a member of the Cabinet Defence Committee, the meetings of which the Under-Secretary also normally attends. From time to time the Under-Secretary attends the meetings of the Chiefs of Staff Committee; he is also a member of senior inter-departmental bodies that examine and advise on various aspects of defence questions. The Department provides the Chairman of the Joint Intelligence Committee, and is represented on the Joint Intelligence Staff, the Joint Planning Committee and the Joint Planning Staff. The Defence Liaison Divisions are responsible for co-ordinating departmental views and for preparing papers for the departmental representative on these interdepartmental bodies.

It is the duty of Defence Liaison officers to co-ordinate the preparation of instructions for the Canadian Permanent Delegation to the North Atlantic Council and briefs for the ministerial meetings of the NATO Council, which take place twice a year, for the meetings of the Canada-United States Committee on Joint Defence, which also meets at the ministerial level alternately in Canada and the United States, and for the meetings of the Permanent Joint Board on Defence, which meets three or four times a year.

The Disarmament Division assists the Adviser to the Canadian Government on Disarmament in dealing with various aspects of the question of disarmament, negotiations concerning the discontinuance of nuclear weapons tests, and related problems. It is responsible, through the Disarmament Adviser, and in consultation with other divisions of the Department and other departments of government, for initiating recommendations with respect to Canadian policy on these subjects, Canadian participation in international negotiations, and discussions on disarmament at the United Nations.

The Consular Division is responsible for the conduct of all consular matters. Its duties include safeguarding the rights and interests of Canadian citizens and companies abroad; making arrangements for the protection and evacuation of Canadians resident abroad in times of emergency or war; representing Canadian citizens

in matters of estates abroad; assisting in finding missing persons; helping Canadian citizens abroad who are temporarily destitute, including the granting of financial aid on a recoverable basis; assisting Canadian seamen in distress; procuring and authenticating legal documents and providing advice and assistance on citizenship questions. The Consular Division is also responsible for the negotiation of agreements with foreign countries permitting citizens of Canada to enter these countries for certain specified periods of time without the necessity of obtaining visas. Agreements have already been concluded under which Canadians may temporarily enter 16 countries without visas.

The Passport Office, which is under the administration of the Consular Division, is responsible for issuing passports and certificates of identity to residents of Canada wishing to travel abroad. During the calendar year 1960, some 134,637 passports and 6,004 certificates of identity were issued. The fees received by the Passport Office during the year amounted to \$730,605.31.

The Personnel Division is responsible for the training and posting of personnel, both among the various divisions in Ottawa and to the missions abroad. Its responsibilities include all matters affecting disposition, training, promotion and the general administration of personnel affairs. The Personnel Division arranges the representation of the Department on examining boards set up by the Civil Service Commission for the recruitment of staff for the Department; interviews candidates for positions in the Department; maintains personnel records and is concerned with a variety of matters relating to the welfare of members of the Department.

The administrative work of the Department is handled by three divisions -- Finance, Supplies and Properties, and Administrative Services. Chief among the responsibilities of the Finance Division are the preparation of the main and supplementary estimates for External Affairs, administrative work in connection with Canada's part in the setting up of international conferences and the supervision of monthly financial accounts from the posts abroad and departmental expenditures.

The Supplies and Properties Division arranges for the purchase of sites and premises for departmental use at posts abroad as well as the planning and development of construction projects. The Division also has the responsibility for the leasing of office accommodation, official residences for heads of post and accommodation for staff in certain cases. The maintenance and upkeep of all government-owned or leased properties controlled by the Department at posts abroad form a part of this Division's activities. It is also responsible for the purchase of furniture, furnishings and equipment for chanceries, official residences and departmentally-controlled staff quarters, together with the carrying out of major schemes of interior decoration related to such properties. All official vehicles for the Department's use abroad are purchased through the Supplies and Properties Division. It is also responsible for subsequent servicing, maintenance, replacement and insurance on these vehicles. The ordering, packing and shipping of all stationery, office supplies and equipment, to include personal removal cases in and out of Ottawa, are handled by this Division.

The work of the Administrative Services Division includes the handling of pay and allowances, leave and attendance, superannuation, registry, printing and reproduction of documents, co-ordination of services relating to posting of personnel abroad, and the preparation of departmental regulations.

The Historical Division is responsible for the archival activities of the Department, for historical work in the field of foreign affairs and, on occasion, for the preparation of background material on international issues. Library services at home and abroad fall within the jurisdiction of the Historical Division, which also operates a press-clipping service.

The Communications Division is responsible for the despatch and receipt of communications by telegram, teletype, mail and diplomatic courier between Ottawa and posts abroad.

The main responsibility of the Liaison Services Section is to provide a channel of communication between the Department of External Affairs and the press, various governmental organizations such as the International Service of the Canadian Broadcasting Corporation and the National Defence College, and certain other government offices such as the Office of the Prime Minister, the Office of the Governor General, etc. The Section undertakes, on an ad hoc basis, a number of functions in the area of departmental co-ordination. It also keeps Canadian diplomatic missions abroad regularly informed of important international developments and trends in, as well as government announcements of, Canadian foreign policy outside their immediate field of responsibility.

Although the departmental Press Office no longer exists as a separate entity, its functions continue to be performed by the Liaison Services Section. Press releases, and press relations generally, as well as the handling of news-wire services within the Department itself, thus come within its purview.

The Inspection Service was formed for the purpose of arranging for the periodic visits of liaison teams to posts abroad so that the work and performance of each post might be reviewed in relation to the requirements of the Department. The Inspection Service is responsible also for making recommendations for more efficient and economical operation of the Department as a result of the liaison visits and for seeing that such recommendations, when approved, are implemented.

### Posts Abroad

Canada's diplomatic missions and consular offices abroad form an integral part of the Department. Heads of diplomatic and consular posts report to the Secretary of State for External Affairs and receive their instructions from him.

The diplomatic staff of an embassy or a legation consists of the ambassador or minister, assisted by one or more foreign service officers, who are also assigned consular duties to the extent required by the volume of consular work. Where separate consular offices exist, they operate under the general supervision of the head of the diplomatic mission in the country, while receiving instructions in matters of detail from the Consular Division in the Department.

Part of the work of a post is to distribute information about Canada. In a few centres this is done by full-time information officers; elsewhere it is undertaken by other officers. Where there are no diplomatic or consular representatives, the trade commissioners or other Canadian Government officials stationed in the country do this work.

In some cases officers of other departments of the Canadian Government -- commercial, immigration, military, naval, air or others -- are attached to the missions. Though responsible to their departmental heads in Ottawa, they also work under the general supervision and direction of the head of the mission.

The work of a mission abroad is:

- (a) to conduct negotiations with the government to which it is accredited;
- (b) to keep the home government fully informed of political and other developments of significance in the country in which it is serving;
- (c) to watch over Canada's interests in the country;
- (d) to serve Canadians in the country;
- (e) to make information about Canada available.

A constant flow of despatches keeps the missions and the Department in Ottawa in close touch on all such matters.

### Qualifications for the Service

Those entering the external service of Canada do so on a career basis under the merit system. Only British subjects who have resided at least 10 years in Canada are eligible for admission.

The basic qualification for the diplomatic service is a university degree, preferably with post-graduate study. Examinations are held annually by the Civil Service Commission and consist of three parts: a written test, a rating on the basis of education and experience and an oral examination. The written test for the position of Third Secretary or Foreign Service Officer, Grade 1, consists of a short-answer paper of the "objective" type, designed to discover a candidate's intelligence and general knowledge, and a paper consisting of essays and a précis on Canadian and international affairs. The oral examination is designed to disclose personal suitability and knowledge of modern languages.

As in other government departments, veterans are given preference in all appointments.

The more senior positions of high commissioner, minister and ambassador are filled by appointment. Appointees are normally "career men" who have come up through the Civil Service, but in some cases distinguished citizens are appointed directly from private life.

Since shortly after the Second World War, women have been admitted to the Canadian diplomatic service on the same basis as men. As of August 1, 1961, there were 29 women officers in the Department.

As Canada's interests multiply in the international field, the work of the Department continues to grow. To meet these increased responsibilities, the Department had, in Ottawa and abroad, in June 1961, a total of 428 officers and 1125 clerical and stenographic personnel. In addition, missions abroad employed a total of 681 locally-engaged employees, 556 as office staff and 125 in other capacities.

### Administrative Staff

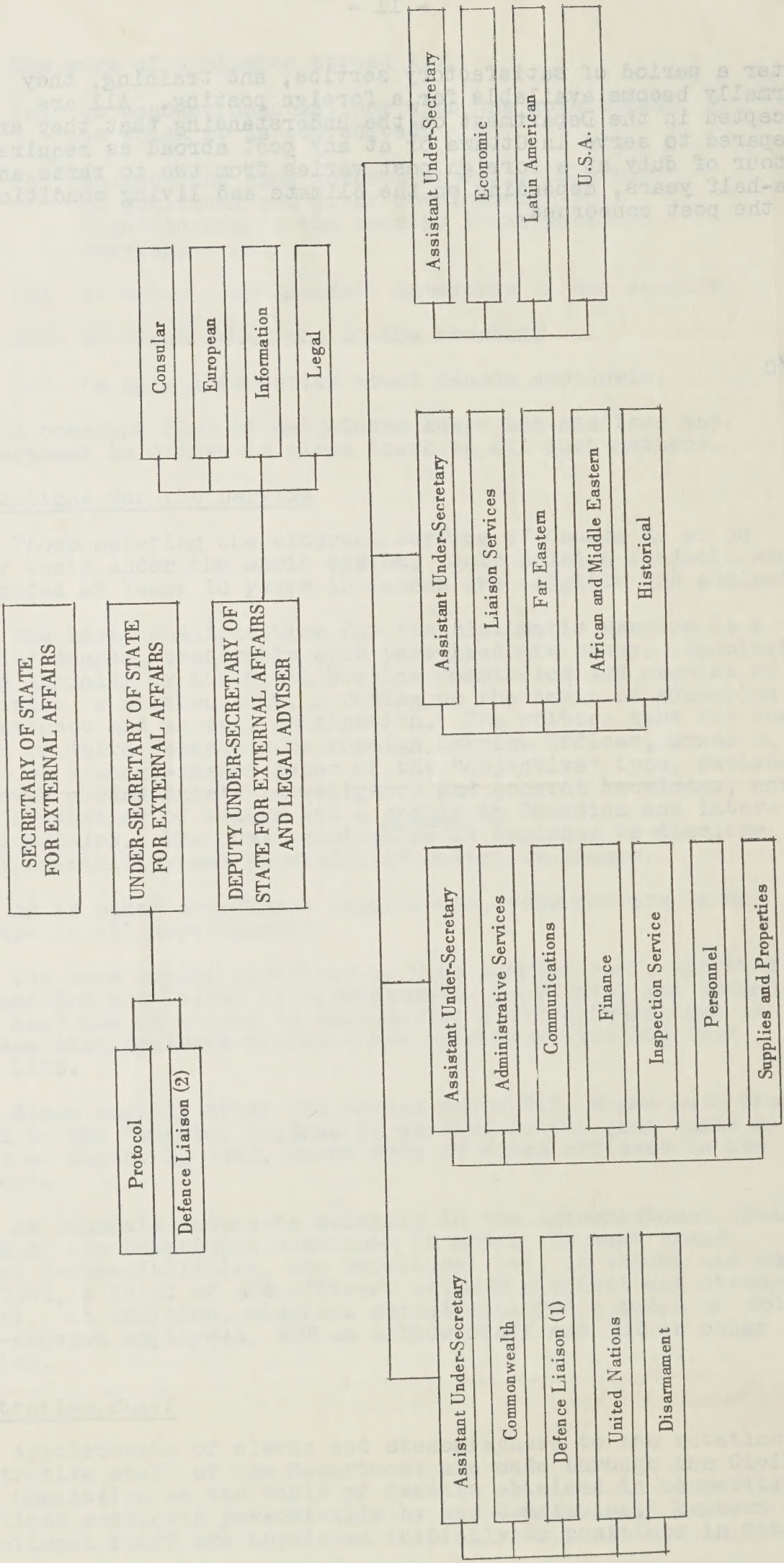
Appointments of clerks and stenographers to the rotational administrative staff of the Department are made through the Civil Service Commission on the basis of results obtained in competitive examinations conducted periodically by the Commission. Members of the rotational staff are appointed initially to positions in Ottawa;

after a period of satisfactory service, and training, they normally become available for a foreign posting. All are accepted in the Department on the understanding that they are prepared to serve in Ottawa or at any post abroad as required. A tour of duty at a foreign post varies from two to three and one-half years, depending on the climate and living conditions at the post concerned.

RP/C

ORGANIZATIONAL CHART OF THE DEPARTMENT OF EXTERNAL AFFAIRS

August 1961



3 1761 11552332 6